

Message Text

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ACTION EUR-12

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TO SECSTATE WASHDC IMMEDIATE 1936
SECDEF WASHDC IMMEDIATE
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USCINCEUR
USLOSACLANT
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S E C R E T SECTION 1 OF 2 USNATO 1110

E.O. 11652: GDS
TAGS: MPOL, NATO
SUBJECT: MINISTERIAL GUIDANCE 1977: COMMENT ON IS DRAFT

REF: (A) USNATO 1049 (DTG 251845Z FEB 77) (B) USNATO 0445
(DTG 261917Z JAN 77), (C) USNATO 0369 (DTG 211828Z
JAN 77) (D) STATE 025307 (DTG 040055Z FEB 77)

SUMMARY: WE BELIEVE THE INTERNATIONAL STAFF'S INITIAL DRAFT
OF MINISTERIAL GUIDANCE 1977 IS DEFICIENT BOTH IN
ITS ORGANIZATIONAL DESIGN, PROVIDING ONLY AN INCOMPLETE
SUPPLEMENT TO THE PRESENT GUIDANCE, AND ITS SUBSTANTIVE
PRESENTATION. IN OUR VIEW, CONSISTENT WITH THE 25 JANUARY
CONSENSUS OF THE DEFENSE REVIEW COMMITTEE, MINISTERIAL
GUIDANCE 1977 SHOULD BE A LARGELY SELF-CONTAINED DOCUMENT
THAT STANDS ON ITS OWN. SUBSTANTIVELY, THE IS DRAFT SHOULD
BE RESTRUCTURED AND EXPANDED SOMEWHAT TO DESCRIBE MORE
ACCURATELY THE INCREASING DISPARITY IN TRENDS BETWEEN NATO
AND THE WARSAW PACT; REAFFIRM THE VALIDITY OF CURRENT NATO
STRATEGY WHILE STRESSING THE INCREASED CRITICAL NEED FOR
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FORCE IMPROVEMENTS NECESSARY TO IMPLEMENT THE STRATEGY;
AND EMPHASIZE A PRESCRIPTIVE RATHER THAN DESCRIPTIVE
APPROACH TO THE NEED FOR INCREASED ALLIANCE COOPERATION.
DURING THE 7 MARCH DRC MEETING, WE PROPOSE (A) TO PRESS
FOR A MORE NEARLY SELF-CONTAINED DOCUMENT, AND (B) TO
SUGGEST A SOMEWHAT COMPREHENSIVE SUBSTANTIVE APPROACH, AS
DESCRIBED IN PARA 3 BELOW. ACTION REQUE SNRUALRGLR BY
OOB 7 MARCH 1977. END SUMMARY.
GA WE BELIEVE THE IS'S INITIAL DRAFT OF MINISTTP GUIDANCE 1977 (REF
A) IS DEFICIENT BOTH IN ITS

ORGANIZATIONAL DESIGN AND IN ITS SUBSTANTIVE PRESENTATION. THE DRAFT NEITHER ADHERES TO THE THEMES DISCUSSED DURING THE DRC'S MEETING OF 25 JANUARY, NOR CONFORMS TO THE DRC INFORMAL CONSENSUS FAVORING A SUCCINCT BUT ESSENTIALLY SELF-CONTAINED DOCUMENT (REF B).

2. NEED FOR A SELF-CONTAINED DOCUMENT. AS AGREED IN THE DRC, WE CONTINUE TO SEE MERIT IN A LARGELY SELF-CONTAINED DOCUMENT, AS OPPOSED TO THE IS APPROACH OF ONLY SUPPLEMENTING MINISTERIAL GUIDANCE 1975, FOR THE FOLLOWING REASONS:

- A. IT WOULD LESSEN THE RISK OF CONFUSION AND MISINTERPRETATION INHERENT IN TWO DOCUMENTS OSTENSIBLY TREATING THE SAME SUBJECT MATTER.
- B. IT WOULD PROVIDE A BETTER AND MORE ROUNDED BASIS FOR GIVING NEW DIRECTIONAL EMPHASIS AND INNOVATIVE FOCUS FOR ALLIANCE POLICIES.
- C. IT WOULD AVOID THE NEED FOR SOME MINISTERS TO HAVE TO REAFFIRM POLICIES OF PREVIOUS GOVERNMENTS.
- D. IT WOULD PROVIDE A MORE COMPREHENSIVE BASIS FOR EXCHANGING VIEWS WITH THE ALLIES ON A WIDE VARIETY OF ISSUES AND SUPPORTING RATIONALE.

3. SHORTCOMINGS. WE HAVE THE FOLLOWING SPECIFIC COMMENT ON THE IS DRAFT.

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A. INTRODUCTION (PARAS 1-4). WE WOULD PREFER TO SEE THIS SECTION PROVIDE MORE OF A CONTEXTUAL EXPLANATION ALONG THE LINES OF MINISTERIAL GUIDANCE 1975 AND PARA 2, REFERENCE D, THAT IS, TAKING A BROAD VIEW OF THE PURPOSE OF MINISTERIAL GUIDANCE 1977 THAT WOULD GO BEYOND PROVIDING GUIDANCE FOR FORCE IMPROVEMENTS AND HAVE APPLICABILITY TO RELATED DEFENSE SUPPORT REQUIREMENTS AND OTHER NATO PLANNING ACTIVITIES. THE SUBJECT MATTER COVERED IN THE IS DRAFT SHOULD BE MORE FULLY DEVELOPED ELSEWHERE BY ADDING SEPARATE SECTIONS ON THE LONG-RANGE DEFENSE CONCEPT AND 1977-1982 FORCE GOALS.

B. DEVELOPMENTS IN THE THREAT (PARAS 5-14). THIS SECTION NEEDS TO BE COMPLETELY REDRAFTED TO REFLECT MORE ACCURATELY THE INCREASING DISPARITY IN TRENDS BETWEEN NATO AND THE WARSAW PACT, DRAWING MORE CLOSELY ON THE MILITARY APPRECIATION. IN SO DOING, WE WOULD WANT TO REFORMULATE IN PARTICULAR PARA 6 (DELETING THE NOTION OF THE NEED FOR AN SS-20 "COUNTERPART") AND PARA 13. IN THE LATTER CASE, WE BELIEVE THAT SELECTIVE ATTENTION TO US-SOVIET ASSYMMETRIES IN WEAPONS PRODUCTION AND SCIENTIFIC PERSONNEL IS NOT APPROPRIATE IN COMPARING PACT AND NATO CAPABILITIES IN THESE AREAS.

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C. IMPLICATIONS FOR NATO DEFENSE PLANNING
(PARAS 15-26). THIS SECTION PRESUMABLY SETS FORTH
PRIORITY IMPLICATIONS, WHICH WE FIND POORLY STATED,
INCOMPLETE AND PREMATURE IN THE PRESENTATIONAL FLOW
BECAUSE OF THE ABSENCE OF ADEQUATE SUPPORTING RATIONALE
IN THE PRECEDING SECTION. TRANSITIONAL SECTIONS ARE NEEDED
TO SET THE STAGE, E.G., A DISCUSSION OF THE IMPLICATIONS OF
THE THREAT ON IMPLEMENTING NATO STRATEGY, INCLUDING CHANGES
TO WARNING TIMES. WE WOULD PROPOSE A SEPARATE SECTION ON
PRIORITIES MORE IN LINE WITH PARA 55 (REF C) WITH EXPLICIT
RECOGNITION OF THE CORRECTIVE ACTIONS IDENTIFIED IN THE
MILITARY APPRECIATION, SACEUR'S CER, AND THE FLEXIBILITY
STUDIES. WE WOULD PREFER THE PARAGRAPHS ON CRISIS
MANAGEMENT, LOGISTICS, AND IMPLICATIONS OF NEW
TECHNOLOGY BE REVISED AND INCLUDED IN A SEPARATE
SECTION ON IMPLICATIONS FOR NATO PLANNING. WE WOULD
DELETE PARA 22 ALTOGETHER AND RECAST PARA 23 IN
TERMS OF THE MIT/PIT STUDIES. WE SEE NO NEED FOR A
SEPARATE MARITIME SECTION (PARA 25-26).

D. RESOURCES FOR DEFENSE PLANNING (PARAS 27-31).

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EXCEPT FOR SOME MINOR EDITING OF THE PENULTIMATE SENTENCE
IN PARA 31, WE PROPOSE TO SUPPORT THE THRUST OF
THIS SECTION, WHICH SHOULD SET THE STAGE FOR A LIVELY
DEBATE IN THE DRC. WE SERIOUSLY DOUBT, HOWEVER, THAT THE
THREE PERCENT REAL ANNUAL INCREASE WILL SURVIVE THAT DIS-
CUSSION.

E. ALLIANCE COOPERATION (PARAS 32-35). THIS SECTION
MOVIES IN THE RIGHT DIRECTION (PRESCRIPTIVE RATHER THAN
DESCRIPTIVE) BUT NEEDS TO TREAT MORE FULLY OTHER CDE
AREAS ALONG THE LINES OF PARA 8B, REF C. IN OUR VIEW,

THE PROGRAM DESCRIBED IN PARA 34, REGARDING ALLIANCE COOPERATION, MAY BE TOO AMBITIOUS FOR A DOCUMENT TO BE APPROVED THIS SPRING. WE WOULD PREFER TO SEE, HOWEVER, ARMAMENTS AND DEFENSE PLANNING INTEGRATED RATHER THAN "DOVETAILED", WHICH WOULD PROBABLY NECESSITATE EXTENDING THE PLANNING PERIOD OF THE CURRENT SYSTEM. ASIDE FROM THE ADVANTAGE OF INTEGRATION, THIS COULD RESULT IN SOME DEGREE OF INCREASED NATO INFLUENCE ON COUNTRY PLANS, WHEN THEY ARE STILL IN A CONCEPTUAL AND MORE FUNGIBLE STATE OF DEVELOPMENT.

F. GUIDANCE. THOUGH NOT INCLUDED IN THE PRESENT IS DRAFT, WE WOULD PROPOSE EVENTUAL DEVELOPMENT OF A SECTION ALONG THE LINES OF PARA 55 (REF C), STRESSING IN PARTICULAR THE NEED FOR NMAS TO LOOK FOR TRADE-OFFS IN COUNTRY PLANS.

4. SUBJECT TO WASHINGTON VIEWS, WE WOULD PROPOSE AT THE 7 MARCH DRC MEETING (A) TO PRESS FOR A MORE NEARLY SELF CONTAINED MG-77 DOCUMENT AS INFORMALLY AGREED AT THE 25 JANUARY DRC MEETING, (B) TO SUGGEST A SOMEWHAT MORE COMPREHENSIVE SUBSTANTIVE APPROACH ALONG THE LINES OF PARA 3 ABOVE, AND (C) TO PROVIDE COMMENT ON THE IS DRAFT CONSISTENT WITH THE ABOVE.

5. ACTION REQUESTED: GUIDANCE BY OOB 7 MARCH 1977.

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